ACODE

ADVOCATES COALITION FOR DEVELOPMENT AND ENVIRONMENT

MBALE DISTRICT SCORECARD 2014/15
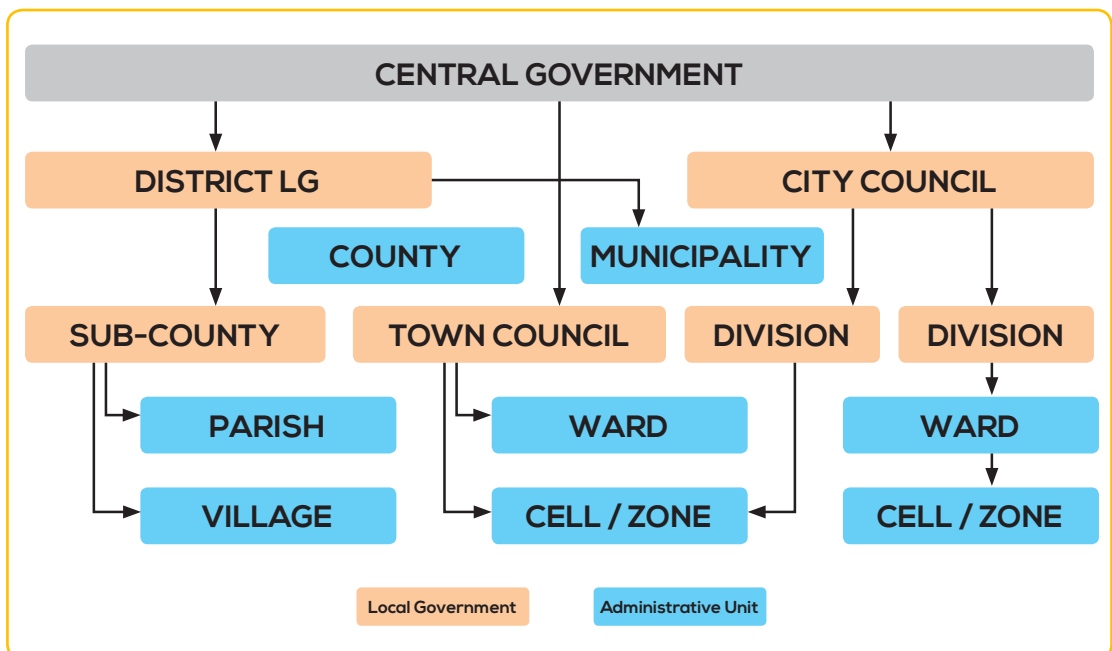
1 Introduction

Mbale district lies in the eastern region of Uganda, bordering with Manafwa and Bududa districts to the east, Sironko District to the north, Bukedea district to the north west, Budaka and Pallisa districts to the west; Tororo and Butaleja districts to the south west. The district has a population of 492,804 people, the district population growth rate from 2002 to 2014 is 3.3%. In terms of economic activity, the district is agriculture based. The district has 23 sub counties: Bumasikye, Namanyonyi, Nakaloke, Nakaloke TC, Bukhiende, Bubyangu, Lukhonje, Budwale, Bukasakya, Wanale, Mutoto, Bungokho, Wanale Division, Busano, Industrial Division, Northern Division, Nyondo, Busoba, Lwasso, Bufumbo, Bukonde, Busiu, Bumbobi.

2 What are Local Governments?

Local governments are entities with planning, budgeting and service delivery functions. They have 5 tiers namely the: District (LCV), County (LCIV), Sub-county LCIII), Parish (LCII) and Village (LC1) each playing a specific role in service delivery. While the District and Sub-county, comprising both technical and political wings, are political units with powers to sue and be sued, the County, Parish and Village are administrative units without these powers. At district level, the political wing is headed by an elected chairperson whereas the technical wing is headed by an appointed Chief Administrative Officer (CAO). Figure 1 presents this hierarchy.
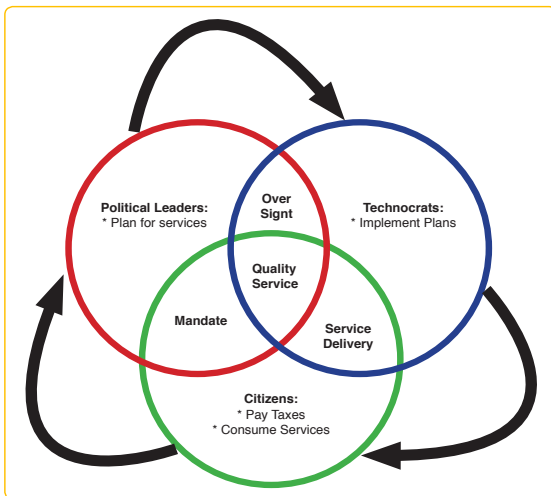
Figure 1: Structure of Local Governments and Administrative Units in Uganda

Phoebe Atukunda I Peter Bogere I Stephen Masiga I Aggrey Mugalya

3   What Do Local Governments do?

One of the roles of local governments is to provide services to citizens. These services include roads, water, education, health and agriculture. The delivery of these services undergoes various processes and at each stage, specific actors are involved. There are three main stakeholders in the service delivery at local government level including the citizens, political leaders and technical persons. Each of these stakeholders has a specific role to play and quality service delivery can only be realised if they play their role as indicated in Figure 2.

Figure 2: Power relations between politicians, technocrats and citizens

As presented in Figure 2, citizens have a role to pay taxes that are used to provide the required services. By electing political leaders, citizens give them the mandate to plan for services to suit the needs of their local government, a role that the political leaders perform through the local council meetings. Political leaders also use this mandate to oversee the implementation of development programmes and council decisions by the technocrats. The provision of quality services is therefore dependent on each stakeholder effectively performing

their role. Technocrats on the other hand implement lawful decisions of council.

4   What is the role of the citizens?

As a citizen, the constitution of Uganda spells out a number of things you are supposed to do, for example:

a)   to engage in gainful work for the good of that citizen, the family and the common good and to contribute to national development;

b)   to contribute to the well-being of the community where that citizen lives;

c)   to promote responsible parenthood;

d)   to promote democracy and the rule of law;

e)   to acquaint himself or herself with the provisions of the Constitution and to uphold and defend the Constitution and the law.

f)   to respect the rights and freedoms of others;

g)   to protect children and vulnerable persons against any form of abuse, harassment or ill-treatment;

h)   to protect and preserve public property;

i)   to cooperate with lawful agencies in the maintenance of law and order;

j)   to pay taxes;

k)   to register for electoral and other lawful purposes;

l)   to combat corruption and misuse or wastage of public property;

m) to create and protect a clean and healthy environment. (Constitution of Uganda Article 3)

5   What are the Roles of political leaders?

Political leaders have specific roles as stipulated in the constitution and the Local Government Act. These include:

Councils:

A Council is the highest political entity in the district. It role include:

- Planning and budgeting
- Legislating for the district
- Being accountable to citizens
- Monitoring service delivery of National Priority Programme Areas (NPPAs)

Chairpersons:

- Provide political leadership
- Legislative role
- Maintain contact with the electorate
- Initiating projects in their electoral areas
- Monitoring NPPAs.

Councillors:

- Legislative role (Attend council and make by laws)
- Contact with the Electorate (consult with electorate)
- Participation in Lower Local Governments (LLGs)
- Monitoring NPPAs (Water, health facilities, roads, agriculture, Functional Adult Literacy and environment)

Speakers:

Speakers are elected as councillors. In addition to carrying out all the duties of a councillor, speakers preside over and maintain order in council . They do the following

- Chair lawful meetings
- Chair business committee
- Enforce rules of procedure
- Maintain council records

It is on the basis of these statutory roles that the Local Government Councils Scorecard Initiative assesses the performance of local councils through these organs. The parameters and indicators in the Local Government Councils Scorecard, a tool used in the assessment process are drawn from these roles.

6   How have the political leaders of Mbale District been performing since 2011?

During the year under review, the assessment focused on Mbale district council, chairperson, speaker and individual councillors.

District Council: During the year under review, the district council scored **79** points out of **100** possible points. This was a significant improvement of **15** points from last financial years (2013/14) where council Scored **64** points. The council registered 23% improvement The best performed parameter by the district council was monitoring NPPAs. See Table 1 for details.

Chairperson: The chairperson of Mbale district was Mr. Bernard. E. Mujasi. Chairman Mujasi scored **77** out of **100** possible points. Chairman Mujasi performed best in the monitoring of NPPAs scoring **41** out of **45** possible points, political leadership scoring **18** out of **20** possible points and contact with the electorate where he scored **10** out of **10** possible points. The chairman is credited for his pro-active style of leadership whereby he has moved all around the district to either break ground

for new structure, commission a new project or even settle conflicts among staff and management committees. He is known to role play as a patient and visit some of the health centres to ascertain the level of service delivery. See Table 2 for more details

Speaker: The speaker of Bududa district was Mr. Muhammed Mafabi. Hon. Mafabi scored **93** out of **100** possible points,an improvement from **79** points scored in financial year 2013/14 assessment. This made the speaker of Mbale Local Government the 2 best in the 30 districts assessed under the Score-card initiative. The speaker's strength was in monitoring service delivery in his constituency of Bubyangu which earned him **45** out **45** possible points. See Table 3 for more details.

Councillors: During the year under review, the best male councillor was Hon. Alex Napokoli, representing Bumasikye sub county. Hon. Napokoli scored **93** out of **100** possible points. It must be noted that Hon. Napokoli has been consistently performing well. Hon. Napokoli improved from last year's performance with a margin of **21** points. The best female councillor was Hon. Wolayo Aidat representing Bukonde and Lwasso sub-counties with **82** points. Hon. Wolayo's performance was a remarkable improvement of **122%** having scored **37** points in FY 2013/2014. See Table 4 for more details.

7 Factors that Affected Performance of Councillors

Preparing for elections: Most councillors were busy strategically preparing the ground for re- election into council therefore, committed most of their time in early campaigns and paid little attention to the current demands of council. This is the reason 24 councillors registered a decline in their performance.

Limited monitoring of service delivery: monitoring service delivery units by both the political and technical leadership of Mbale district was minimal. Verification visits by the research team to different service delivery units across Mbale district revealed limited visits by the councillors to monitor the status of the units and staff. Hard -to-reach areas of Wanale, Budwale, Busano, Lwasso and Bufumbo sub-counties registered the least visits yet they are the most affected by poor service delivery.

Poor record keeping: Most councillors did not have monitoring reports of the service delivery units they visited.

8 What Factors Affect Service Delivery in Mbale District?

Low local revenue base: Mbale District local revenue was not realised as planned because some local revenue sources did not yield any money and there was lack of a proper database of tax payers. Out of 892,550,000 UGX cumulative receipts approved of locally raised revenue, 691,309,000 UGX was realised. This translates into 77% budget performance.

Staff accommodation: Lack of staff houses, private houses for rent and social facilities in rural areas has led to absenteeism, late coming and retention of staff like teachers, health works hence affecting service delivery.

Environment: Massive destruction of wet lands in the low lands of Bungokho, Bukasakya, and Bungokho Mutoto sub-counties due to rice growing. Most of the streams flowing through these areas have been diverted for rice growing thereby

Table 1: Mbale District Council

District	Max Points	Mbale
District	4	Mbale
Trends in Performance		
2011/12	100	55
2012/13	100	68
203/14	100	64
2014/15	100	79
% change		23
Legislative function — Sub total	25	16
Rules of Procedure	2	2
Membership to ULGA	2	2
Committees of Council	3	3
Motions passed by the council	3	0
Ordinances	3	1
Conflict Resolution Initiatives	1	1
Public Hearings	2	2
Legislative resources	4	4
Petitions	2	0
Capacity building	3	1
Accountability — Sub total	25	17
Fiscal Accountability	4	4
Political Accountability	8	5
Administrative Accountability	8	4
Involvement of CSO	2	1
Principles of accountability	3	3
Planning and Budgeting — Sub total	20	18
Plans, Vision and Mission	5	5
District Budget	4	4
Local Revenue	11	9
Monitoring NPPAs — Sub total	30	28
Education	5	5
Health	5	5
Water and sanitation	4	4
Roads	4	4
Agriculture	4	4
FAL	4	2
ENR	4	4

Table 2: Mbale District Chairperson

Identifiers	Maximum Score	Benard Mujasi
	12	
Name		Benard Mujasi
Gender		M
District		Mbale
Party		NRM
Terms		3
Trends in Performance		
2011/12	100	70
2012/13	100	74
2013/14	100	81
2014/15	100	77
% Change		-5
Political Leadership		
DEC	3	3
Monitoring admin	5	5
State of affairs	2	2
Oversight civil servants	4	3
Commissions/Boards	2	2
Central gov't	4	3
Sub Total	20	18
Legislative Role		
Council	2	2
Motions Executive	6	0
Bills by Executive	7	0
Sub Total	15	2
Contact with Electorate		
Meetings Electorate	5	5
Issues by electorate	5	5
Sub Total	10	10
Projects		
Projects Initiated	3	3
Communal Projects	2	0
NGOs	5	3
Sub Total	10	6
Monitoring NPPAs		
Agriculture	7	7
Health	7	7
Schools	7	7
Roads	7	7
Water Sources	7	7
FAL	5	3
Environment	5	3
Sub Total	45	41

Table 3: Mbale District Speaker

Identifiers	Maximum Sores	Mafabi Muhammed
	2	
Name		Mafabi Muhammed
District		Mbale
Political		IND
Constituency		Bubyangu
Gender		M
Number of terms		2
Trends in Performance		
2011/12	100	75
2012/13	100	77
2013/14	100	79
2014/15	100	93
% change		18
Legislative Function		
Chairing council	3	3
Rules of procedure	9	9
Business Committee	3	3
Records book	2	2
Record of motions	3	3
Special skills	5	2
Sub Total	25	22
Contact with Electorate		
Meetings Electorate	11	11
Coordinating centre	9	9
Sub Total	20	20
LLG	10	6
Monitoring NPPAs		
Health	7	7
Education	7	7
Agriculture	7	7
Water	7	7
Roads	7	7
FAL	5	5
Environment	5	5
Sub total	45	45

Table 4: Mbale District Councillors

#	Name	Political Party	Constituency	Gender	Terms	Trends in performance					Legislative Role					Contact with Electorate			LLG	Monitoring NPPAs							
						2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
						100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
1	Alex Napokoli	IND	Bumasikye	M	1	61	60	77	93	21	8	8	2	2	20	11	9	20	10	7	7	7	7	7	3	5	43
2	Karim Muliro Wanga	NRM	Busano	M	3	64	54	67	86	28	8	8	0	0	16	11	9	20	10	3	7	7	7	7	7	2	40
3	Aidat K. Wolayo	NRM	Bukonde/Lwasso	F	1	38	65	37	82	122	8	8	0	0	16	11	9	20	8	3	7	7	7	5	5	4	38
4	Ahamad Bisigwa	IND	Lwasso	M	1	58	60	58	80	38	8	8	0	0	16	9	9	18	8	7	7	7	7	7	1	2	38
5	Aaron Siu	IND	Busoba	M	1	53	67	61	75	23	8	8	0	0	16	9	9	18	0	7	7	7	7	7	1	5	41
6	Robert Wandwasi	NRM	Lukhonje	M	2	0	64	50	72	44	8	8	2	0	18	11	9	20	2	5	5	5	5	5	3	4	32
7	Betty Nabukyabo	NRM	Bukiende/Lukhonje	F	1	41	54	66	69	5	8	8	0	0	16	11	9	20	0	7	7	3	5	3	5	1	33
8	Sylvia Baluku	NRM	Youth	F	1	22	40	34	67	97	8	8	0	0	16	11	9	20	2	3	7	7	3	3	3	1	29
9	Barbara Kooba Lumonya	IND	Busoba/Nyondo	F	1	42	62	57	64	12	4	0	0	0	4	11	9	20	10	3	7	1	7	7	3	2	30
10	Martin Walela	NRM	Youth	M	1	51	74	66	63	-5	8	8	0	0	16	11	9	20	6	7	7	3	1	1	1	1	21
11	Kalusumu Khisa	NRM	Wanale /Budwale	F	2	37	51	66	55	-17	8	8	2	0	18	4	9	13	2	3	7	1	3	3	3	2	22
12	Aisha Mwanakaro	FDC	Nakaloke/Namanyonyi	F		44	53	63	55	-13	1	8	0	0	9	9	9	18	2	7	7	3	3	1	3	2	26
13	Proscivia Nadunga	NRM	Northern Division	F	1	20	47	35	53	51	8	8	0	0	16	9	9	18	0	3	3	1	1	7	5	1	19
14	Teddy Khaitsa	NRM	Bunghokho/Bumbobi	F	1	55	62	50	52	4	8	8	0	0	16	4	9	13	0	3	7	3	3	3	3	1	23
15	Baturu Kainza	NRM	Bubyangu/Bufumbo	F	1	27	46	52	47	-18	8	8	0	0	16	2	9	11	0	3	3	3	1	5	3	2	20
16	Emmanuel Natseli	FDC	Bungokho-Mutoto	M	1	48	54	55	46	-16	8	8	0	0	16	0	9	9	2	1	5	1	5	5	1	1	19
17	Honny Wegosasa	IND	Wanale Division	F	1	53	57	40	44	10	1	8	0	0	9	7	9	16	2	7	3	3	1	1	1	1	17
18	Mike Maumbe	IND	Bukiende	M	1	71	71	68	43	-37	8	8	0	0	16	11	9	20	0	1	1	1	1	1	1	1	7
19	Josephine Lunyolo	NRM	Busano	F	1	0	28	33	43	30	8	8	0	0	16	9	9	18	0	3	3	1	1	1	1	1	9
20	Michael Kisolo	NRM	Nakaloke	M	2	57	66	58	42	-28	4	8	0	0	12	2	9	11	0	3	3	3	3	3	3	1	19
21	Sulaiman Mumeya	NRM	Bukonde	M	1	51	59	37	41	11	8	8	0	0	16	9	9	18	0	1	1	1	1	1	1	1	7
22	Abdul Zack Mubajje	NRM	Wanale Division	M	2	59	60	47	36	-23	8	8	0	0	16	2	9	11	2	1	1	1	1	1	1	1	7
23	Tom Shisiabale	IND	Wanale	M	1	53	57	68	35	-49	8	8	0	0	16	4	9	13	0	0	5	1	1	1	1	0	6
24	Absolom Nabende	NRM	PWD	M	3	26	25	48	34	-29	8	8	0	0	16	3	9	12	0	1	3	1	1	1	1	0	6
25	Alfred Namasa*	FDC	Busiu	M	1	64	66	46	33	-28	8	8	0	0	16	6	5	11	0	1	1	1	1	0	1	1	6
26	Henry Manana	NRM	Northern Division	M	1	70	71	49	33	-33	4	5	0	0	9	4	9	13	0	1	5	1	1	1	1	1	11
27	Michael Mafabi	NRM	Bufumbo	M	3	57	66	56	32	-43	4	8	0	0	12	0	9	9	0	1	1	1	5	1	1	1	11
28	Abdalah Boola	NRM	Bukasakya	M	1	56	67	54	32	-41	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	1	7
29	Sam Mutenyo	NRM	Bumbobi	M	1	72	69	42	32	-24	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	1	7
30	Robert Mabonga	IND	Bungokho	M	1	63	71	48	32	-33	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	1	9
31	Sam Wojega	FDC	Industrial Division	M	1	72	71	53	32	-40	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	1	7
32	Wasike Joseph	NRM	Nyondo	M	2	43	45	33	32	-3	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	1	7
33	Sarah Nambuya	NRM	Busiu/Bumasikye	F	1	53	56	32	31	-3	1	8	0	0	9	2	9	11	2	1	1	1	3	1	1	1	9
34	Fazila Nambozo *	FDC	Industrial Division	F	1	72	44	28	30	7	4	8	0	0	12	2	9	11	0	1	1	1	1	1	1	1	7
35	Jonathan Nagwere	NRM	Budwale	M	3	49	68	58	29	-50	1	8	0	0	9	0	9	9	0	5	1	1	1	1	1	1	11
36	Nasur Mabanja *	FDC	Namanyonyi	M	2	67	66	21	28	33	8	8	0	0	16	0	5	5	0	1	1	1	1	1	1	1	7
37	Peninna Namasa(RIP)	NRM	PWD	F	1	41	43	44		-100																	
	Average				2	48	60	59	47	-22	8	6	3	0	16	6	5	11	6	3	4	2	2	3	1	2	15

*Councillor assessed using secondary data

causing over flooding during rainy season.

Water: Water management committees though established, are not functional in most areas visited by the research team. In areas of Kimwanga, Namawanga in Busiu sub-county, Bunanimi in Busoba sub-county, several bore holes had broken down over small defects but no action was under taken by the management committees.

Road: Although the road network in Mbale has drastically improved from the state it was in 2 years ago, high land sub-counties of Wanale, Budwale, Bufumbo, Bubyangu and some parts of Busano are still inaccessible due to poor road network. Some of these sub counties are leading producers of vegetables, fruits, coffee and tomatoes.

9 Recommendations to enhance performance

- There is need to focus on increasing local revenue through keeping a proper database of tax payers.

- The district should prioritize the road network for example special attention should be given to Wanale and Budwale sub-counties whose entire road network is in a sorry state yet the region in a leading producer of vegetables, fruits, coffee and tomatoes.

- Environmental laws at the district need to be enforced so as to protect the environment.

- Water sources that are not functional need to be rehabilitated so that citizens can access water.

- There is need to prioritize construction of staff houses especially in rural areas to reduce on the issue of absenteeism and late coming.

10 How can Citizens engage their leaders?

For citizens to actively engage in local governance, the following can be undertaken to ensure that political leaders are engaged for service delivery.

Figure 3: Mahai Health Centre (II) still closed at 11:00 am in Busoba Sub County.

- Participation in Budget Meetings
- Participation in barazas/citizens forums
- Participating in elections through voting
- Actively supporting candidates
- Media debates (Radio, TV, Internet, etc). Citizens can call in into talk shows to demand for accountability.
- Whistle blowing where issues of poor service are observed.
- Make demands within the mandate of the elected leaders.
- Through using the Local Government SMS platform(7300) to community to their leaders.

About ACODE: ACODE is an independent public policy research and advocacy think tank registered in Uganda as a company limited by guarantee and not having share capital. The mission of ACODE is to make policies work for people by engaging in contemporary public policy research and advocacy and advising government and local governments of development policy and policy implementation.

LGCSCI: LGCSCI is a policy research and capacity building initiative implemented by *ACODE and ULGA*. LGCSCI is a strategic social accountability initiative that enables citizens to demand excellence of their local governments and enables local governments to respond effectively and efficiently to those demands with the aim of improving service delivery.

ABOUT THE AUTHORS

Phoebe Atukunda is a Research Officer at ACODE and the regional coordinator for the Local Government Council's Score-card Initiative (LGCSCI), Mbale, Bududa and Tororo districts. She is also in charge of the Local Government SMS Platform.

Peter Bogere is an independent researcher and the lead researcher of Mbale and Bududa districts. He has been part of Local Government Council's Score-card Initiative (LGCSCI) implementation for 5 years

Steven Masiga is an Independent Researcher and an ardent believer in trans-formative research. He has done research work for organization like ACODE under LGCSCI, CBEG and Makerere University Centre for lifelong learning particularly on the challenges blind students face in academics. He is also the head Makerere University Institute of Adult and Continuing Education Mbale Branch. He has lectured with Makerere University for the last 8 years.

Aggrey Mugalya is an Independent Researcher and he is the Coordinator Bugisu Civil Society Network (BUCINET). He holds a masters degree in Public Administration and a degree in Public Administration from the Islamic University in Uganda.